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TAGS: [PGOV](#) [PHUM](#) [PREL](#) [KDEM](#) [KE](#)
SUBJECT: KENYA'S NEW CABINET: NO NATIONAL UNITY, NO
STRATEGIC VISION

REF: A. (A) NAIROBI 4901

[1](#)B. (B) NAIROBI 4878

Classified By: A/PolCouns L. Peterson for reasons 1.4 (b,d)

[1](#)1. (C) SUMMARY: Late December 7, Kenyan President Mwai Kibaki finally announced his new cabinet. Instead of cleaning house as most Kenyans hoped, President Kibaki has returned to cabinet a full measure of corrupt and obstructionist ministers, including those who advised him so badly on the constitutional referendum. Thrown out of cabinet is the entire Orange Democratic Movement (ODM) team of ministers that won so decisively the referendum vote. To compensate for the departure of the ODM ministers, Kibaki has scavenged, mainly in the lower ranks of opposition party KANU. The only apparent good news in Kibaki's announcement is the exclusion from the new cabinet of former Transport Minister and corruption kingpin Chris Murungaru. A number of designated ministers and assistant ministers, in a sign of displeasure at the decision-making process, have declined to take up their appointments. END SUMMARY.

[1](#)2. (U) This is the first in a series of cables discussing President Kibaki's recent announcement of his new cabinet. Septels will share in greater detail the biographies of appointed individuals and discuss the cases of those who have declined their cabinet appointments.

After Two Weeks, A Cabinet at Last

[1](#)3. (C) After two weeks of waiting and "consulting", President Kibaki announced his new cabinet late December 7, just as his self-imposed deadline expired. The new line up falls far short of creating a government of national unity, as promised by Kibaki following the defeat of the government's position in the November 21 constitutional referendum. The ministers retained are among the President's key allies who supported the government's position on the referendum campaign. The absence of anti-corruption czar John Githongo's name among the new appointees indicates that Kibaki spurned the former's offer to return to serve in the new government (presumably at the Permanent Secretary level.)

[1](#)4. (C) While there are a number of new faces in the cabinet line up, many are familiar. Sixteen former ministers were re-appointed to their positions and several either enjoyed

lateral moves or promotions from assistant to full minister. Joining the ranks of assistant ministers are several outspoken Banana campaigners. Nine ministers and 15 assistant ministers are from the Mt. Kenya ethnic groups, comprising almost a full third of the cabinet.

¶15. (C) How Kibaki arrived at this decision on the cabinet is unclear. The consultations and deliberations leading up to the formation of the cabinet were conducted in utmost secrecy. During the prime time televised announcement of the changes, Kibaki stared zombie-like into the teleprompter, occasionally stumbling through sentences and mispronouncing names of the new ministers and assistant ministers, a number of whom were probably unfamiliar to him. After their appointments were announced, eleven appointees refused to accept the positions (the number continues to grow), which suggests they may not have been consulted about their inclusion in the new cabinet. Kibaki appeared as uncomfortable in this televised performance as many viewers undoubtedly were.

¶16. (C) A complete list of the new Cabinet ministers can be found at para 15 below.

Oranges Out of Season

¶17. (C) Notably absent from the line up are all of the key leaders of the Orange Democratic Movement (ODM). While expressing a willingness to negotiate with the President over cabinet positions, the ODM insisted that any cabinet appointments of ODM members must be negotiated directly through the organization and not individually with potential members. ODM leaders lamented the President's failure to

reach out to consult with their group. In total, all seven ODM former ministers were excluded from the reconstituted cabinet: Ralia Odinga, Kalonzo Musyoka, William ole Ntimama, Anyang, Nyong'o, Ochilo Ayacko, Linah Kilimo, and Najib Balala.

Cutting Free an Albatross

¶18. (C) The controversial former Transportation Minister Chris Murungaru was also among those ministers to suffer the hatchet. Murungaru's exclusion is welcomed by the donor community and average Kenyans, as he is widely perceived as tainted by corruption. Additionally, many had questioned Murungaru's ability to perform his official duties following the UK and US visa bans. While Murungaru's removal from government office suggests his official power may be on the wane, he may still have a significant hand in influencing government policies.

Priorities for the New Cabinet

¶19. (C) In his speech appointing the new ministers, Kibaki proclaimed that the priority for the new government is to promote development and foster economic growth. To that end, there is some good news in the new cabinet. In terms of economic policymaking, Kibaki chose to maintain continuity at two key ministries, Finance, where David Mwiraria was retained, and Trade and Industry, where Mukhisa Kituyi stays on. (NOTE: Kituyi's party, FORD-K has announced that its members will not take up any of the offered cabinet posts. Kituyi was not present at this press conference, so it is not yet clear whether he will follow his party or remain with Kibaki. END NOTE.) However, the effective and capable former Minister for Planning and National Development, Anyang, Nyong'o, was among the sacked ODM leaders.

¶10. (C) Kibaki also acknowledged the continuing desire of Kenyans for a new constitution and committed his government

to fostering dialogue to develop a new constitutional review framework. Local media reports that newly appointed Minister for Justice and Constitutional Affairs, Martha Karua, will spearhead a new constitutional review initiative. (COMMENT: Deeply partisan Karua is perhaps not the best choice for reconciliation over the constitutional issue. END COMMENT.) Kibaki further emphasized the need for integrity in government and announced he would introduce a new code of conduct and a management accountability framework to enhance responsibility, ethics, and accountability of government officials.

ODM and the Official Opposition

¶11. (C) In excluding key figures from ODM (key leaders of KANU and LDP), Kibaki,s decision to appoint his supporters and allies rather than reach out in a gesture of conciliation to ODM serves to further solidify the opposition. This decision may have significant consequences in parliament, where the government may encounter formidable opposition to its agenda.

¶12. (C) With the ODM locked out of government, they may renew their calls for fresh elections. Following their victory at the referendum polls, the ODM announced a series of nation-wide &thanksgiving8 rallies. The rallies were quickly banned by Vice President Awori due to fears that the ODM would use the rallies to garner support for snap elections. The government has stuck to its ban on the planned rallies, the first of which is planned for Mombasa on December 10. This may prove a test of wills should the ODM proceed and the government try to enforce its ban. Violence is a very real possibility and could have an effect on the Jamhuri Day (Kenya's independence anniversary) celebrations on December 12.

COMMENT

¶13. (C) The great majority of Kenyans interpreted the government,s referendum defeat as a judgment on the Kibaki government,s performance (the President himself has privately conceded this point). Yet Kibaki,s cabinet decisions appear simply to ignore this message from voters. He has expanded the cabinet to a whopping 79 members (including assistant ministers) which means that 1 in 3 members of parliament now have ministerial titles and perks. (NOTE: If all had accepted their appointments, this number alone would have been sufficient to block any attempt at a parliamentary vote of no-confidence. END NOTE.) How this squares with the President,s stated intention to lead an efficient, hard-working and clean government is unclear.

¶14. (C) Kibaki,s decision not to create a more inclusive cabinet, one that would have reached out to include ODM leaders, may come back to haunt him. The decision may have been shortsighted in that it served as the unmistakable death knell for NARC; forced LDP into the arms of the opposition; and formalized the battle lines for the 2007 elections. Locked out of government, ODM has little choice but to proceed with its planned rallies to preserve the Movement,s momentum and its political future. END COMMENT.

¶15. (U) New Cabinet as of December 8.

OFFICE OF THE PRESIDENT

¶1. VICE PRESIDENT & MINISTRY OF HOME AFFAIRS: HON. MOODY AWORI (LDP)

a. MINISTER OF STATE FOR PROVINCIAL ADMINISTRATION AND NATIONAL SECURITY: HON. JOHN N. MICHUKI (NAK);
Assistant Minister for Internal Security: HON. MIRUGI KARIUKI (NAK);
Assistant Minister for Provincial Administration: HON. JOSEPH KINGI (NAK)

b. MINISTER OF STATE FOR PUBLIC SERVICE: HON. MOSES AKARANGA (NAK)
Assistant Minister: HON. BONIFACE MGHANGA (KANU)
c. MINISTER OF STATE FOR IMMIGRATION & REGISTRATION OF PERSONS: HON. GIDEON KONCHELAH (LDP)
Assistant Minister: HON. ANANIAH MWABOZA (NLP)
d. MINISTER OF STATE FOR SPECIAL PROGRAMMES: HON. NJENGA KARUME (KANU)
Assistant Minister: HON. SOITA SHITANDA (FORD K)-DECLINED

12. OFFICE OF THE VICE PRESIDENT

a. MINISTER OF STATE FOR NATIONAL HERITAGE: HON. SULEIMAN SHAKOMBO (LDP)
Assistant Minister for Home Affairs: HON. PETER ODOYO (LDP)
DECLINED
b. MINISTER OF STATE FOR YOUTH AFFAIRS: HON. DR. MOHAMMED KUTI (KANU) --NEW MINISTRY

13. MINISTER FOR LOCAL GOVERNMENT: HON. MUSIKARI N. KOMBO (FORD-K)

Assistant Minister for Urban Authorities: HON. ISHAK SHAABAN (KANU)
Assistant Minister for County Councils: HON. STEPHEN TARUS (NAK)

14. MINISTER FOR FINANCE: HON. DAVID MWIRARIA (NAK)

Assistant Minister for Monetary, Fiscal & Investment Affairs: HON. PETER KENNETH (LDP)
Assistant Minister for Financial Management Affairs: HON. ZADOCK SYONGO (LDP) --DECLINED

15. MINISTER FOR HEALTH: HON. CHARITY NGILU (NAK)

Assistant Minister Medical Services: HON. DR. WILFRED MACHAGE (LDP)
Assistant Minister for Public Health: HON. SAMUEL MOROTO (KANU) DECLINED

16. MINISTER FOR ROADS AND PUBLIC WORKS: HON. SIMEON NYACHAE (FORD-P)

Assistant Minister Roads: HON. JOSHUA TORO (NAK)
Assistant Minister Public Works: HON. KIPKALIA KONES (FORD-P)

17. MINISTER FOR EDUCATION, SCIENCE & TECHNOLOGY: HON. PROF. GEORGE SAITOTI (LDP)

Assistant Minister for Basic Education: HON. MRS. BETH MUGO (NAK)
Assistant Minister for Higher Education: HON. KILEMI MWIRIA (NAK)

18. MINISTER FOR AGRICULTURE: HON. KIPRUTO ARAP KIRWA (NAK)

Assistant Minister for Research & Extension Services: HON. PETER KAINDI (NAK)
Assistant Minister for Production and Marketing: HON. KEMBI GITURA (NAK)

19. MINISTER FOR LIVESTOCK AND FISHERIES DEVELOPMENT: HON. JOSEPH MUNYAO (NAK)

Assistant Minister for Livestock Development: HON. DR. NOAH WEKESA (FORD-K)
Assistant Minister for Fisheries Development: HON. ABU CHIABA (KANU)

10. MINISTER FOR JUSTICE AND CONSTITUTIONAL AFFAIRS: HON. MARTHA KARUA (NAK)

Assistant Minister: HON. PROF. KIVUTHA KIBWANA (NAK)

11. MINISTER FOR FOREIGN AFFAIRS: HON. RAPHAEL TUJU (PPP)

Assistant Minister for International Affairs: HON. MOSES WETANGULA (FORD-K)
Assistant Minister for African Affairs: HON. DANSON MUNGATANA (NAK)

12. MINISTER FOR EAST AFRICAN COMMUNITY: HON. JOHN KOECH (KANU)

Assistant Minister: HON. JOSEPH NYAGAH (NAK)

13. MINISTER FOR GENDER, SPORTS, CULTURE AND SOCIAL SERVICES:

HON. MAINA KAMANDA (NAK)
Assistant Minister for Gender and Social Services: HON.
ALICEN CHELAITE (NAK)
Assistant Minister for Sports: HON. J.O. ONYANCHAH (FORD-P)

¶14. MINISTER FOR INFORMATION AND COMMUNICATIONS: HON. MUTAHI
KAGWE (NAK)
Assistant Minister for Information: HON. KOIGI WA WAMWERE
(NAK)
Assistant Minister for Communications: HON. DAVID WERE
(FORD-P) DECLINED

¶15. MINISTER FOR TRANSPORT: HON. CHIRAU ALI MWAKWERE (LDP)
Assistant Minister for Port, Rail and Road Transport: HON.
NJERU GITHAE (NAK)
Assistant Minister for Civil Aviation and Meteorology: HON.
PAUL SANG (KANU) DECLINED

¶16. MINISTER FOR WATER: HON. MUTUA KATUKU (NAK)
Assistant Minister for Water Resource Management: HON. JOHN
MUNYES (FORD-K)
Assistant Minister for Water Services: HON. MAJOR (Rtd) A. A.
SUGOW (KANU)

¶17. MINISTER FOR REGIONAL DEVELOPMENT AUTHORITIES: HON. ABDI
MOHAMED (KANU)
Assistant Minister: HON. TITUS NGOYONI (KANU)

¶18. MINISTER FOR ENERGY: HON. KIRAITU MURUNGI (NAK)
Assistant Minister for Petroleum Energy: HON. JOSEPH
NKAISERRY (KANU) DECLINED
Assistant Minister for Electricity: HON. MWANGI KIUNJURI
(NAK) DECLINED

¶19. MINISTER FOR TRADE AND INDUSTRY: HON. DR. MUKHISA KITUYI
(FORD-K)
Assistant Minister for Trade: HON. ABDIRAHMAN ALI HASSAN
(KANU)
Assistant Minister for Industry: HON. PETKAY MIRITI (NAK)

¶20. MINISTER FOR TOURISM AND WILDLIFE: HON. MORRIS DZORO (NAK)
Assistant Minister for Tourism: HON. RAPHAEL MURIUNGI (NAK)
Assistant Minister for Wildlife: HON. KALEMBE NDILE (NAK)

¶21. MINISTER FOR LANDS AND HOUSING: HON. AMOS KIMUNYA (NAK)
Assistant Minister for Lands: HON. ASMAN. A. KAMAMA (FORD-A)
Assistant Minister Housing: HON. BETTY TETT (NAK)

¶22. MINISTER FOR ENVIRONMENT & NATURAL RESOURCES: HON. ORWA
OJODEH (LDP) DECLINED
Assistant Minister for Environment: HON. PROF. WANGARI
MAATHAI (NAK)
Assistant Minister for Natural Resources: HON. STEPHEN OLE
NTUTU (KANU)

¶23. MINISTER FOR LABOUR AND HUMAN RESOURCE DEVELOPMENT: HON.
DR. NEWTON KULUNDU (FORD-K)
Assistant Minister for Labour Relations: HON. SAMMY LESHORE
(KANU)
Assistant Minister for Manpower Management: HON. DAVID SUDI
(KANU) DECLINED

¶24. MINISTER FOR CO-OPERATIVE DEVELOPMENT AND MARKETING: HON.
PETER N. NDWIGA (NAK)
Assistant Minister for Agricultural sector: HON. WILLIAM K.
BOIT (KANU) DECLINED
Assistant Minister for Service sector: HON. DAVID MWENJE (NAK)

¶25. MINISTER FOR PLANNING & NATIONAL DEVELOPMENT: HON. HENRY
OBWOCHA (FORD-P)
Assistant Minister for Planning: HON. DAVID EKWEE ETHURO (LDP)
Assistant Minister for National Development: HON. JOHN SERUT
(KANU)

¶26. STATE LAW OFFICE : Attorney General: HON. AMOS WAKO
Solicitor General: WANJUKI MUCHEMI.
BELLAMY